DOCUMENT RESUME

ED 280 467 IR 051 826

TITLE	IFLA General Conference, 1986. Collections and Services Division. Section: Official Publications. Papers.
INSTITUTION	International Federation of Library Associations and Institutions, The Hague (Netherlands).
PUB DATE	Aug 86
NOTE	42p.; Papers presented at the International Federation of Library Associations (IFLA) General Conference (52nd, Tokyo, Japan, August 24-30, 1986).
PUB TYPE	Speeches/Conference Papers (150)
EDRS PRICE	MF01/PC02 Plus Postage.
DESCRIPTORS	Bibliographies; *Books; Databases; Depository Libraries; *Developed Nations; Foreign Countries; *Government Publications; International Organizations; Library Associations; Marketing; *Publishing Industry; Technological Advancement
IDENTIFIERS	*Japan

ABSTRACT

This document comprises two papers on official publications which were presented at the 1986 IFLA general conference. In "Japanese Official Publications," Yoshitaro Tanabe (Japan) discusses several aspects of official publications in Japan, including problems encountered by the Printing Bureau in printing, publishing and distribution, legal deposit, acquisition by domestic libraries, and bibliographies and databases. Appendices include government of Japan organization charts, extracts from the National Diet Library (NDL) law, and listings of the NDL supply of official publications on exchange in 1985 and bibliographies of Japanese official publications. In "Publishing in Japan--Its Past, Present, and Future," Shigeo Minowa (Japan) outlines the formation and development of the book trade in Japan in a historical perspective and describes the level of industrialization the trade has currently attained. In addition, the relationships between social modernization and the "publishing takeoff," and between the revolution of book marketing and the fall of book prices are examined, and the contributions of distributors and the future of publishing in Japan are discussed. Statistical information is appended. (KM)

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General Conference

Collections and Services Division

Section: Official Publications

Tokyo, Japan
August 1986

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IFLA GENERAL CONFERENCE, TOKYO

Division: Collections and Services

Section: Official Publications

1988

78-OP-2-E

Japanese Official Publications

by

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Tokyo, Japan

KEYWORD(S):

Official publications

For internal use only:

To be brought to meeting no:

116

Remarks:

to be presented orally

for distribution only

1982

1. What are Japanese official publications?

The Government of Japan consists of three branches, namely,the Diet, the Cabinet and Judiciary. The Diet has the House of Representatives and the House of Councillors, whose members are elected by the populace to represent all the people. The Cabinet, headed by the Prime Minister designated by the Diet, consists of the Prime Minister's Office and tweleve ministries. The Prime minister's Office has under its umbrella ten agencies(some with ministerial status) and other organizations. The Judiciary makes up of the Supreme Court and inferior courts.

At the local levels, there are 47 prefectures and a total of 3,284 cities, towns and villages(as of 1984), each of which has its own assembly and administrative machinery.

All such organizations, central and local, normally produce in printed form parliamentary records, administrative reports, court decisions, research and study reports, statistics, information bulletins, etc., which will be collectively termed 'Official publications.'

The Printing Bureau of the Ministry of Finance responsible for the printing and publication of official publications has the specific duty of producing the Official Gazette, Diet debates, Horei Zensho(Laws and regulations), public relations materials, etc. However, its primary task is to print bank notes, securities and the like for the nation. This and other factors combined have made it historically difficult for the Printing Bureau to assume an overall functions of taking care of the printing, publication and distribution of the mass of governmental publications.

As a step to remedy the situation, a regular meeting of Cabinet ministers in 1956 made a decision that some appropriate measures be taken to promote the public availability of official publications. In consequence, a deliberative council for dissemination of official publications was set up in the Prime Minister's Office with membership of information officers from respective ministries and agencies with its functions to 1) gather from the agencies biblio-

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graphical information on their own publications, 2) compile a catalog of such publications, and 3) encourage the agencies to utilize the facility of the Printing Bureau for their publishing.

Based on this Cabinet decision, the Printing Bureau set up a Government Publications Service Center in 7 cities and had the 54 sales agencies for the Official Gazette across the country put up a unit to show and sell official publications. Further, 267 book shops were asked to display, as they do, such publications on their shelves.

2. Legal deposit of official publications

The deposit of Japanese publications is prescribed in the National Diet Library Law promulgated on February 9, 1948. The Law provides for the establishment of a National Diet Library(NDL) which was modeled after the U.S. Library of Congress. Article 24 says, "Of each publication ... printed by or for any agency of the Government in an edition of 500 copies or more, 30 copies shall be furnished to the National Diet Library for its official use and for its use in international exchange for the publications of other governments and in other international exchanges." Books, pamphlets, serials, musical notes, maps, motion pictures, phonographic records and other reproduced works come under publications to be deposited, with the exemption for the time being of motion pictures.

Publications to be deposited by the government agencies are in most cases channeled through the established link of NDL and the governmental libraries including Supreme Court Library that operate also as the branches of NDL. A bookmobile from NDL that runs once a week around the branch libraries picks up deposit copies of such publications.

As for publications printed by or for the agencies of the metropolitan and prefectural governments, and of cities, towns and villages, such agencies should furnish to the National Diet Library a certain number of deposit copies in accordance with the provisions of Article 24-(2).

3. Offical publications: definition and scope

The definition and scope of official publications as generally applied to Japanese publications may not be much different basically from those set by IFLA Section on Official Publications.

According to the foregoing article of the NDL Law, publications printed by or for the agencies of the Government are official publications to be deposited, but with the exception of "confidential prints, blank forms, models and simple publications."

On the other hand, however, the aforementioned Deliberative Council for Dissemination of Official Publications defines offical publications as those edited by government agencies and put for sale or distribution. Consequently it leads to mean that such publications as printed for official use but not for distribution generally are excluded from official publications.

As seen from the above, the NDL Law provides for a wider scope of coverage of official publications, but no one can tell definitely how wide it is especially if one thinks of such prints as produced in the process of administrative works or for use at various meetings. Accordingly, the question of which specific publications to be or not to be deposited to NDL is practically left to the discretion of the issuing agency.

Further, there are not a few publications which are edited by non-official bodies and yet supervised by government agencies. The circumstances that make for this may be varied. Often the lack of budgetary funds causes government agencies to entrust the work of publishing to outside bodies, while some publishers want to borrow the name of a government agency for their publications out of their sales motives.

4. Acquisition by domestic libraries

There are two laws that prescribe, among others, the availability of official publications by domestic libraries. The one is the Library Law which provides that the government should provide metropolitan and prefectural libraries with 2 copies each of the Official Gazette and other informative publications issued by

the Printing Bureau, while the Government and local public entities can provide publications and other materials free of charge at the request of public libraries.

The other is the Local Autonomy Law which says that the Government should supply the Official Gazette and other official publications to the local assembly libraries which in turn should make them available to the public.

The depository library system due to be supported by the above laws, however, is not functioning satisfactorily. This is mainly because the absence of a financially supported, centralized machinery for the printing and publishing of official publications has not so far made it possible to set up an effective agency to handle legal deposited publications.

All this indicates that such local libraries have to purchase official publications(except for a quite limited number of publications donated by government agencies) from the Government Publications Service Centers and other sources of distribution. Incidentally, the Centers deal in such publications that government agencies entrust to outside organizations for publication and sale, in addition to the publications produced by the Printing Bureau.

To help improve this situation, the NDL has been extending assistance to both local assembly libraries and 6 regional centers of the Special Libraries Association in procuring for and sending to them government publications that the NDL collects regularly together with deposit copies via the established channels of NDL and its government branch libraries.

5. Acquisition by foreign libraries

One way for foreign libraries to obtain Japanese official publications is international exchanges with Japanese libraries. There are two so-called Unesco Conventions concerning international exchange of publications, both designed to promote exchanges of officiial and scientific publications among the nations, to which Japan has been signatory since 1984.

The NDL functions as the National Exchange Service as prescribed in both Conventions. As mentioned in 2. Legal deposit of publications, the NDL has resources

of multiple deposit copies of official publications, which it has been supplying to the ten national libraries including the United Nations Library in exchange for similar publications. Also on a smaller scale, the NDL has exchange programs with some 700 institutions in over 100 countries. Further, to supplement its supply of official publications the NDL makes microfiche copies of about 100 annual publications and sends them to exchange partners. As the national exchange service the NDL is ready to give advice and assistance on request to domestic libraries regarding the promotion of international exchanges.

In varying degrees, the government agencies are engaged in international exchanges. Those relatively active are Statistical Bureau, Science Council of Japan, Economic Planning Agency, Science and Technology Agency, Ministry of Agriculture, Forestry and Fisheries, Agency of Industrial Science and Technology, Patent Office, Meterological Agency and Ministry of Construction.

Another method for obtaining official publications by foreign libraries is to purchase normally through Japanese trade agencies. In this connection, one notable feature of Japanese official publications is that there exist quite a number of publications which, though coming out under the name of given agencies, in fact are printed and published by outside non-official bodies. This may have the effects of saving budgetary funds for publishing and at the same time making the publications more widely available to the public. Consequently, it sometimes happens that a single publication has two different editions, one for official use and another to be place on the market.

6. Bibliographies of Japanese official publications

Most comprehensive in coverage among the bibliographies of Japanese official publications is the Japanese National Bibliography, Weekly List, which has an independent section of official publications, central and local, deposited to NDL.

By comparison, Seifukankobutsu Geppo(Monthly list of government publications) edited by Deliberative Council for Dissemination of Official Publications,

though based on information from the government agencies, is limited in scope and coverage.

In addition, there are several bibliographies that are or have once been published. These are listed in Appendix 5.

7. Databases for official publications

The following three databases include data for official publications.

(1) JAPAN/MARC

The NDL has been building up JAPAN/MARC over the last decade with its formats conforming in principle to UNIMARC. Its contents are identical with what appear in the Japanese National Bibliography, Weekly List.

Each record is keyed in Chinese character, Japanese syllabary(kana)and roman transcription. Compiler/editor, author, title, subject and classification can be keywords. Each title on record is so divided into words that its components, where applicable, can function also as key words given in roman alphabet and kana.

Official publications as distinct from non-official publications are identifiable in retrieval.

Some 50,000 records have been input yearly, bringing a total cumulation to 500,000 records currently available from its database. Official publications account for 20-25% in coverage.

MT copies are distributed by Japan Library Association through Maruzen Company and Kinokuniya Bookstore, who handle orders for annual subscriptions. Tapes are distributed weekly by air mail to overseas subscribers.

(2) Japan Information Center of Science and Technology(JICST) database

Since 1957 the JICST has been publishing a semi-monthly abstract journal, Kagaku Gijutsu Bunken Sokuho(Current Bibliography on Science and Technology) with 12 parts in different disciplines. It lists yearly 700,000 articles with abstracts from Japanese and foreign journals and includes most of those articles publicized by national and other public institutions and universities in Japan.

Its database system called JOIS(JICST Online Information Service) has been in operation since 1976.

Another publication by JICST, Kōkyō Shiken Kenkyu Kikan Kaidai Annai is designed to make known researches and studies currently planned or under way by various institutions in Japan. Its latest 1985 edition lists 16,076 items by 606 institutions. The contents are also available in tape and online from JOIS.

(3) Patent Online Information System(PATLS)

Since 1984 the Patent Office has been working on a 10-year project to implement a paperless office work by computerizing the in-house work process and the handling of information on patent and other related materials for public use.

Since 1971 the Japan Patent Information Organization(JAPIO) has been a major provider of patent information with its database containing approximately 10 million items of information originating at home and 12 million items supplied by International Patent Documentation Center(INPADOC).

Intended for foreign users, bibliography and abstracts rendered in English of Japanese patents have been provided since November 1985 by System Development Cooperation-USA(SDC) through ORBIT(Online Retrieval of Bibliographic Information Time-Shared).

8. Some comments on Japanese official publications

Viewed as library material, Japanese official publications as a whole have three aspects peculiar to them.

One aspect is the Government's heavy reliance on the Official Gazette for its publicity activities. The Official Gazette covers not only statutes and ordinances, personnel movements, public notices, and public relations information, but also in its supplementary issues Diet plenary session debates, outlines of white papers, financial reports, summaries of major research reports, political contributions received by political parties, land prices reports, etc.

In this, it is similar to its French counterpart, but sharply different from American and British ones, for in the United States and Britain reports by

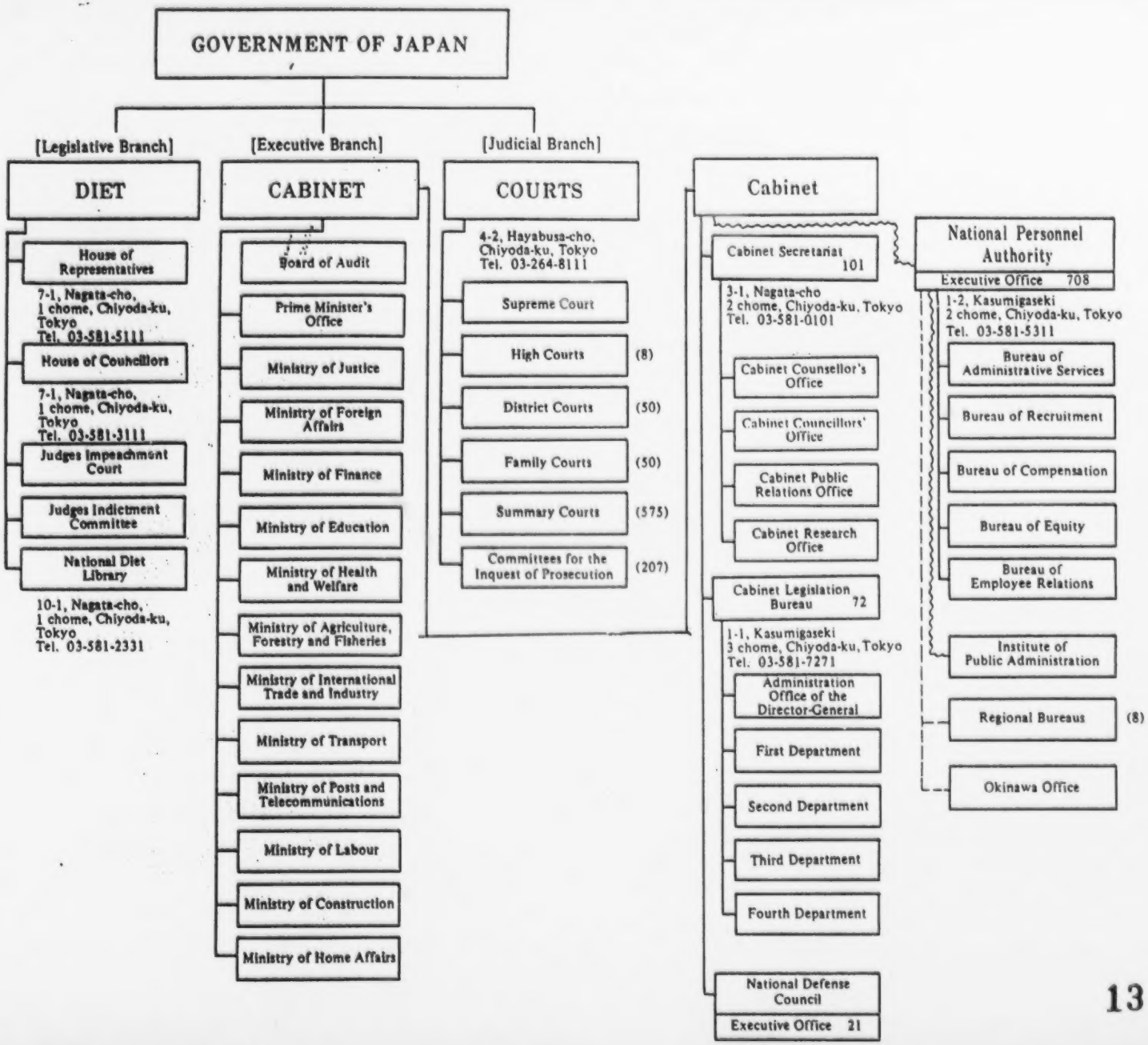
the administration usually appear as part of parliamentary materials.

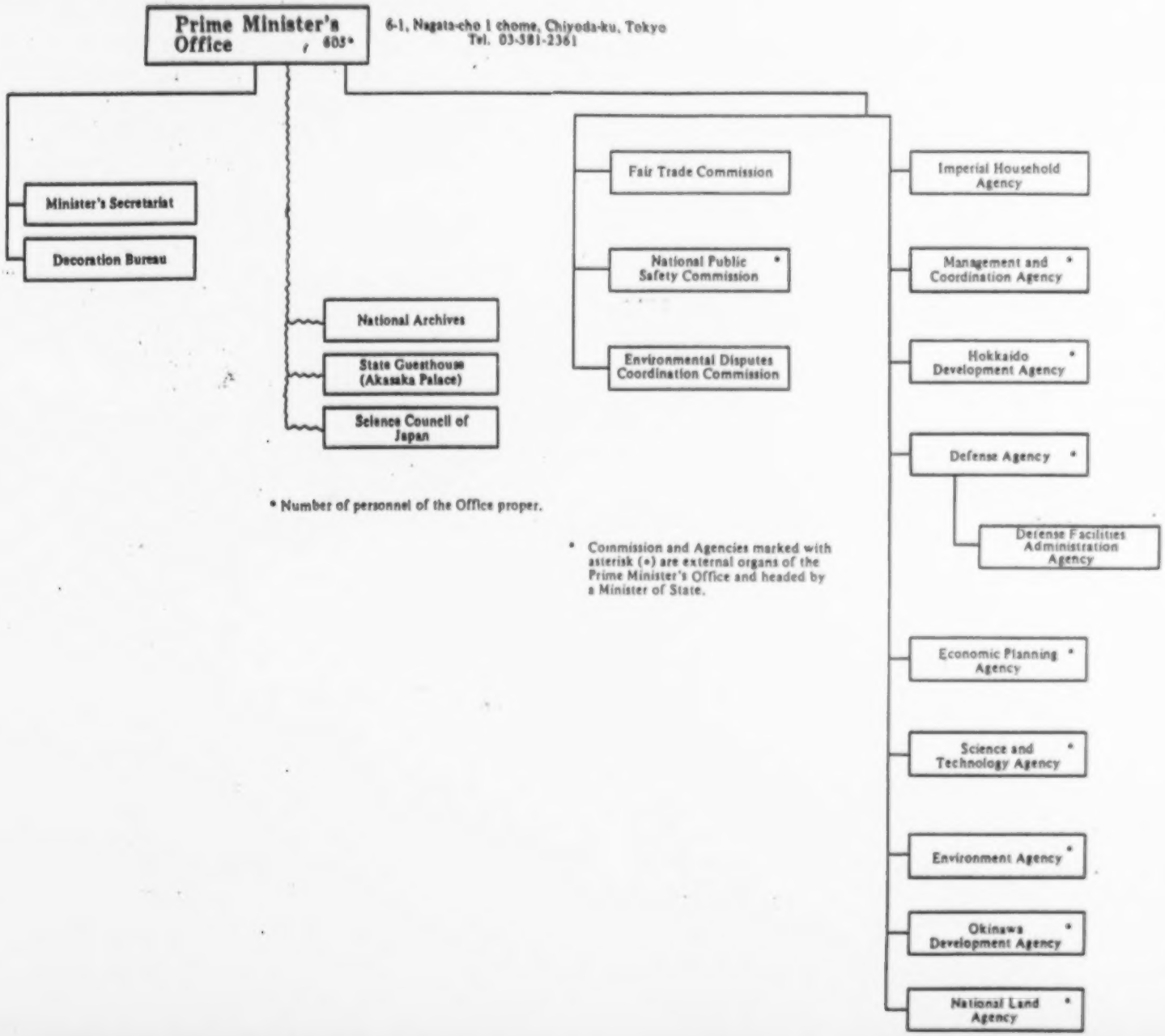
Secondly, there are quite a number of official publications issued by quasi-official organizations which perform an auxiliary role to the regular activities of the government agencies. Just to mention a few, the Statistical Bureau, the Ministry of Finance, the Ministry of Agriculture, Forestry and Fisheries, the Ministry of International Trade and Industry, and theMinistry of Home Affairs have such organizations outside their proper structure, engaged in publishing for their affiliate ministries and agencies.

Since the historical circumstances coupled with financial restraint on the part of government agencies have allowed this situation to persist, it would be extremely difficult for the Printing Bureau to exercise an overall control over government publications in terms of printing and publishing, despite all the efforts made by the Deliberative Council for the Dissemination of Official Publications at the Prime Minister's Office as well as by the Printing Bureau.

Third and finally, the absence of a centralized body to control government publications as mentioned above makes it unpractical for any government agency to assume an overall task of collecting, processing and putting all government publications under bibliographic control. Consequently, this task has been performed by NDL with substantial cooperation from its branch libraries in the government agencies.

To conclude my paper, I, as a member of the National Diet Library, wish to note that the NDL is making continued efforts to maintain and promote, wherever possible, various forms of cooperation including international exchanges, which have become increasingly essential to all libraries of today.


GOVERNMENT OF JAPAN
[Legislative Branch]
[Executive Branch]
[Judicial Branch]
DIET
House of Representatives
7-1, Nagata-cho, 1 chome, Chiyoda-ku, Tokyo Tel. 03-581-5111
House of Councillors
7-1, Nagata-cho, 1 chome, Chiyoda-ku, Tokyo Tel. 03-581-3111
Judges Impeachment Court
Judges Indictment Committee
National Diet Library
10-1, Nagata-cho, 1 chome, Chiyoda-ku, Tokyo Tel. 03-581-2331
CABINET
Board of Audit
Prime Minister's Office
Ministry of Justice
Ministry of Foreign Affairs
Ministry of Finance
Ministry of Education
Ministry of Health and Welfare
Ministry of Agriculture, Forestry and Fisheries
Ministry of International Trade and Industry
Ministry of Transport
Ministry of Posts and Telecommunications
Ministry of Labour
Ministry of Construction
Ministry of Home Affairs
COURTS
4-2, Hayabusa-cho, Chiyoda-ku, Tokyo Tel. 03-264-8111
Supreme Court
High Courts (8)
District Courts (50)
Family Courts (50)
Summary Courts (575)
Committees for the Inquest of Prosecution (207)
Cabinet
Cabinet Secretariat 101
3-1, Nagata-cho 2 chome, Chiyoda-ku, Tokyo Tel. 03-581-0101
Cabinet Counsellor's Office
Cabinet Councillors' Office
Cabinet Public Relations Office
Cabinet Research Office
Cabinet Legislation Bureau 72
1-1, Kasumigaseki 3 chome, Chiyoda-ku, Tokyo Tel. 03-581-7271
Administration Office of the Director-General
First Department
Second Department
Third Department
Fourth Department
National Defense Council
Executive Office 21
National Personnel Authority
Executive Office 708
1-2, Kasumigaseki 2 chome, Chiyoda-ku, Tokyo Tel. 03-581-5311
Bureau of Administrative Services
Bureau of Recruitment
Bureau of Compensation
Bureau of Equity
Bureau of Employee Relations
Institute of Public Administration
Regional Bureaus (8)
Okinawa Office



* Number of personnel of the Office proper.

* Commission and Agencies marked with asterisk (*) are external organs of the Prime Minister's Office and headed by a Minister of State.

CHAPTER X

Deposit of Publications Printed by Government and Local Public Entities

Article 24. Of each publication coming under any of the following categories printed by or for any agency of the government in an edition of five hundred (500) copies or more (except confidential matter, blank forms, models and other simple publication; the same shall apply hereinafter), thirty (30) copies shall be furnished immediately to the National Diet Library for its official use and for its use in international exchange for the publications of other governments and in other international exchanges. Of such works printed in an edition of less than five hundred (500) copies, a number of copies less than thirty (30) copies shall be furnished to the National Diet Library in accordance with regulations to be made by the Chief Librarian. In cases where such works are printed in an edition of five hundred (500) copies or more, the Chief Librarian may, when he deems it necessary, request the deposit of copies more than thirty (30) and not more than fifty (50) thereof. The Chief Librarian may also request the deposit of copies less than thirty (30) thereof when he recognizes the existence of special reasons:

(1) Books;

(2) Pamphlets;

(3) Publications in series;

(4) Musical notes;

(5) Maps;

(6) Works produced by motion picture techniques;

(7) Phonographic records and works produced by machines designed to reproduce sound mechanically;

(8) Works besides those mentioned in the foregoing items, reproduced as documents or charts by printing techniques and other mechanical or chemical processes.

2 The provisions of the foregoing paragraph shall apply to the reprinting of the publications specified in the same paragraph. However, the same provisions shall not apply to cases where the contents of the reprinted publication differs neither in volume nor substance from its first or previous edition and where copies of its first or previous edition were furnished in accordance with the provisions of this Law.

Article 24-(2) When the publications as prescribed in the foregoing Article, paragraph 1, have been printed by or for agencies of the metropolitan and prefectural governments or similar agencies, such agencies shall immediately furnish them to the National Diet Library in conformity with the foregoing Article.

2 When any of the publications prescribed in the foregoing Article, paragraph 1, has been printed by or for agencies of cities (including special districts; the same shall apply hereinafter) or of corresponding bodies, such agencies shall immediately furnish copies less than ten (10) thereof to the National Diet Library for the purposes specified by the same paragraph in accordance with the regulation to be made by the Chief Librarian. Of each publication printed by agencies of towns, villages or of corresponding bodies copies less than three (3) thereof shall be furnished.

3 The provisions of paragraph 2 of the foregoing Article shall apply to the preceding paragraph.

Appendix 3 Statistics of Japanese Official Publications 1985
(deposited to NDL)

	Book (title)	Periodical (title)
Central government organizations	3,723	1,028
Local public entities	10,394	2,682
National and other public universities and colleges	835	1,305
Government affiliated organizations	572	194
Foreign language publications (from the above)	711	297
Total	16,253	5,506

Note:

1. In addition, 214 titles of pamphlets
2. The number of books are those listed in Japanese National Bibliography, Weekly List.
3. The number of periodicals were taken from official accession records.

Appendix 4.

NDL Supply of Official Publications on Exchange 1985

Country or Area	Books *(vol)*	Periodicals *(title)*
United States of America	9,227	1,575
Australia	2,482	724
United Kingdom	2,794	224
Korea, Republic	1,188	243
Germany, Federal Republic	971	386
Canada	743	324
Belgium	738	297
Taiwan	535	243
France	166	172
Union of Soviet Socialist Republics	132	101
China, People's Republic	29	123
Korea, Democratic People's Republic	4	94
Nigeria	51	7
India	32	24
Switzerland	47	6
Viet Nam	33	17
Romania	14	34
German Democratic Republic	24	15
Nepal	31	1
Czechoslovakia	6	22
Iraq	3	21
Sri Lanka	12	11
Philippines	13	10
Italy	9	10
New Zealand	10	8
Netherlands	11	6
Malaysia	9	7
Hongkong	5	10
Singapore	11	3
Bulgaria	3	10
Sweden	6	7
Denmark	11	2
Brazil	5	7
Israel	8	4
Poland	8	4
Indonesia	1	10
Yugoslavia	5	6

Appendix 5 Bibliographies of Japanese official publications

(1) Seifukankobutsu Geppo(Monthly list of government publications) 1957 - . Edited by Deliberative Counicl for Dissemination of Official Publications with cooperation of government agencies, and published by Printing Bureau. The coverage is not comprehensive. Commercially available.

(2) Japanese National Bibliography, Weekly List
Compiled by National Diet Library and published by Printing Bureau for sale.

Annual cumulative editions, 1948-1977 that have appeared to date are no longer available.

It has a particular section of official publications, national and local, deposited to NDL.

(3) Seifukankobutsu Shiryo Annai(Guide to Japanese government publications - catalogue of exhibition). Annual. For sale.

It lists official publications, national and local, on display at an annual exhibition organized by Japan Special Libraries Association.

The latest list for 1985 comprises 1,129 titles of government publications and 500 other titles.

(4) Seifu Shiryo Abusutorakuto(Monthly Government Abstracts) 1970 - Edited and published by Institute for Dissemination and Research of Government Data.

A monthly journal of abstracts from government materials acquired by the Institute.

An average of 300 abstracts listed. In addition, a list of study reports by governmental research bodies and experimental stations.

(5) Kancho Shiryo Yoran(Guide to government publications) 1975 - . Annual. For sale.

Prepared and published by Institute for Dissemination and Research of Government Data.

It lists 2,800 titles of government publications and 500 titles of semi-official publications. Each title with annotation.

(6) Kancho Kanko Tosho Mokuroku, No. 1 - 42(1927 - 1937) Quarterly. Ceased publication.

Kancho Kanko Tosho Geppo, Vol. 12 - 17(1938 - 1943)
Monthly. Ceased publication.

Both, lists of government publications, were compiled and published by the Printing Bureau's predecessor with ministerial cooperation. No longer available.

(7) Kancho Kankobutsu Sogo Mokuroku(Union catalog of Japanese government publications), Vol. 1 - 7(1952 - 1959) Annual. No longer available. Compiled by (former) Branch Libraries Division, National Diet Library.

It lists publications with holding libraries(NDL and its branch libraries in government agencies) and includes many items printed for official use only.

(8) Kuni no Kankobutsu - Kaisetsu Mokuroku(Government Publications of Japan: an annotated catalog) 1971 edition(April 1968 - March 1970); 1975 edition(April 1970 - March 1974) 2 vols. Put for sale by Japanese Library Association.

Compiled and published by National Diet Library with cooperation from its branch libraries.

The 1975 edition lists 4,650 titles by government agencies and public corporations and 1,800 titles by government affiliated organizations.

(9) National Diet Library Newsletter
Edited and published by National Diet Library 3 times a year. Available on exchange.

It has a section of books on Japan acquired by NDL. Its subsection lists an average of 60 titles of Japanese official publications written mostly in English.

(10) Directory of Japanese Scientific Periodicals 1984
Compiled and published by National Diet Library. Commercially available from Kinokuniya Bookstore. Lists 9,569 titles.

Elements of each entry are provided in roman transcription and English translation in addition to original script. With title index and editor and publisher index in roman alphabet.

Appendix 6 Addresses of Institutions cited

1. Government Publications Service Center
   2-1, Kasumigaseki 1-chome, Chiyoda-ku, Tokyo 100

2. Institute for Dissemination and Research of Government Data
   7-1, Akasaka 1-chome, Minato-ku, Tokyo 107

3. Japan Information Center of Science and Technology(JICST)
   5-2, Nagata-cho 2-chome, Chiyoda-ku, Tokyo 100

4. Japan Library Association(JLA)
   1-10, Taishido 1-chome, Setagaya-ku, Tokyo 154

5. Japan Patent Information Center(JAPIC)
   5-16, Toranomon 1-chome, Minato-ku, Tokyo 105

6. Japan Special Libraries Association
   c/o National Diet Library
   10-1, Nagata-cho 1-chome, Chiyoda-ku, Tokyo 100

7. National Diet Library
   10-1, Nagata-cho 1-chome, Chiyoda-ku, Tokyo 100

8. Printing Bureau, Ministry of Finance
   2-4, Toranomon 2-chome, Minato-ku, Tokyo 105

Brief Biographical Information

1949: Bachelor of Arts(Tokyo University)

" : National Diet Library

1955 - 1959: Chief of the Government Publication Unit(Domestic and foreign)

1967 - 1971: Chief of the Domestic Materials Section(Legal deposit and acquisitions)

1971 - 1975: Chief of the Serial Maintenance Section

1981 - 1983: Director of the Detached Library in the Diet

1983 - 1984: Director of the Division for Interlibrary Services (international exchange)

1985: Director of the Serial Division

1986 - Senior Specialist, Research and Legislative Reference Department

IFLA GENERAL CONFERENCE, TOKYO

1986

Division: Collections and Services

Section:

170

COLL-1-E

Publishing in Japan: Its Past, Present and Future

by Professor Shigeo Minowa
United Nations University
TOKYO

KEYWORD(S):

Publishing
Japan

For internal use only: S1

To be brought to meeting no:

55

Remarks:

to be presented orally ☑

for distribution only ☐

Publishing in Japan: Its Past, Present and Future

Shigeo Minowa
Professor of International Communication
Aichi Gakuin University, Nagoya

Keywords: Publishing
Book industry
Development

3391

Publishing in Japan: Its Past, Present and Future

Shigeo Minowa

Abstract

The formation and development of book trade in Japan is outlined in a historical perspective, and also is described the level of industrialization the trade has today attained in this country.

In that connection, propositions are made as to many aspects including the relationship between social modernization and the "publishing takeoff", that between the revolution of book marketing and the fall of book prices, and international comparison of book prices.

- End -

Publishing in Japan: Its Past, Present and Future

Shigeo Minowa

I. Myth of Gutenberg

Gutenberg has become so famous as the inventor of type printing that today we seem to have a false image of the human history of publishing. First we have the misunderstanding of simply assuming that publishing in the West was stimulated by Gutenberg's invention, and second we wrongly believe that publishing in the world has flourished since Gutenberg.

The first misunderstanding derives from ignorance of the relationship between technology and social development. Not that the invention of the printing press by Gutenberg stimulated publishing in the West, but that growing needs for publishing in the Western countries stimulated him to invent letterpress. In the West, publishing had existed before Gutenberg in the forms of manual copying and woodblock printing, which indeed survived his invention. Gutenberg's achievement did constitute an important part of the technological innovation which supported the generally developing trend of publishing in the West, but he did not make publishing prosper, nor was type printing the only technology that underlay the development of publishing. Besides that, there were the technologies of paper, ink and distribution of printed products. As the proverb says, necessity is the mother of invention. However excellent a given invention may be, it cannot establish itself unless society needs it or at least

accepts it. Here indeed is one of the reasons why many developing nations today are not always successful in technology transfer.

Now the second misunderstanding seems to come from the illusion of supremacy of the West. As I pointed out above, the meaning Gutenberg had even to the West alone is overestimated, and his role in the history of publishing in the non-Western world was even smaller than in the West, because the rest of the world, for instance East Asia, had an impressive history of publishing both before and after Gutenberg, totally unrelated to the technology he developed.

With their unique respect for books besides excellent wood for making blocks and suitable paper to print on, nations of East Asia (China, Kore and Japan) had been actively publishing books produced by woodblock printing since the days of Tang and Song.

Worthy of further note is the fact that China and Korea had already known the art of type printing in the 14th century, before Gutenberg invented it in the West. In East Asia, however, the characterics of its languages which use many Chinese characters, combined with the circumstance of publishing itself that a small number of copies were printed at a time and repeatedly, gave advantage to woodblock printing, which therefore was used more extensively.

In Japan, for example, a Western letterpress was first brought back in 1590 by the boys' mission sent to Rome by Christian feudal lords in Kyushu, and was used to print do-

zens of Christian publications in the Nagasaki area, but the art of type printing never took root in this country then, and the press was brought away to the Philippines when the Catholic mission withdrew from Japan. Japan had prosperous publishing activities by woodblock printing, which were sufficient to meet their printing needs then.

II. Publishing in Pre-modern Japan:

Tokugawa Japan, a Major Publishing Nation

It was in the 16th century in Europe, or the 17th in Japan, that rudimentary publishers, who had already existed since the classical ancient times, began to develop as publishing entrepreneurs in the sense that they undertook to produce and market books in large numbers for potential readers.

During the rule of Japan by the Tokugawa Shogunate which began in the 17th century, the publishing industry emerged in the three major cities of Kyoto, Osaka and Edo (Tokyo) and, together with non-profit publishing by the Shogunate, local governments, schools and religious bodies, quickly made Japan a major publishing nation. For instance, from the early 18th to the early 19th century, the new titles commercially published in the three cities averaged from 400 to 600 a year, adding to which the output of non-profit bodies made the estimated overall total around 1,000, a level comparable to advanced European countries in those days.

This flourishing of publishing business obviously re-

flected social needs. In his Education in Tokugawa Japan, R.P. Dore* estimated the rate of school attendance in Japan in 1868 at 43 per cent for boys and 10 per cent for girls. He also wrote, "... the literacy rate in Japan in 1870 ... probably compared favourably even then with some contemporary European countries."

In another article by myself**, I demonstrated that the modernization of publishing in Japan was never a result of the importation of hard technology - type printing and mechanized paper making - from the West, but took place as a consequence of the pre-Meiji tradition of publishing, which had already developed endogenously, and that the development of publishing in and after the Meiji period would have been probably impossible in the absence of that tradition. In looking back on the history of publishing in Japan, one can never overemphasize the significance of the premodern endogenous development of the publishing industry in this country.

III. Modernization and Publishing Takeoff; Japanese Experience

Premodern book trade which, organized in the guild form, began to develop in the 16th century in Europe, or the 17th in Japan, at first so slowly that it almost looked stag-

* R.P. Dore, Education in Tokugawa Japan, 1965, Kegan Paul Ltd.

** "The Modernization of Publishing: The Japanese Experience" in P.G. Altbach et al., ed., Publishing in the Third World, 1985, Heinemann/Mansell.

nant, but it suddenly set about quick expansion at one point of time in the process of social modernization. I refer to this change, manifesting itself in a sharp increase in the yearly number of newly published titles, as "publishing take-off". The development process since the medieval age of the publishing industry, which, not only in Japan but all developed countries, subsequently completed its modernization through a revolution of book marketing and further leaped to the postwar stage of information society, can be schematized as illustrated in Fig. 1. (Obviously, the timing of each shift from one phase to the next differed from country to country, as shown in Fig. 2).

In Fig. 1, Phase I represents the age of medieval (or premodern) publishing; Phase II, the period of takeoff; Phase III, the second part of the modernization period after the takeoff, and Phase IV, the age of the contemporary publishing, typified by the information society which emerged

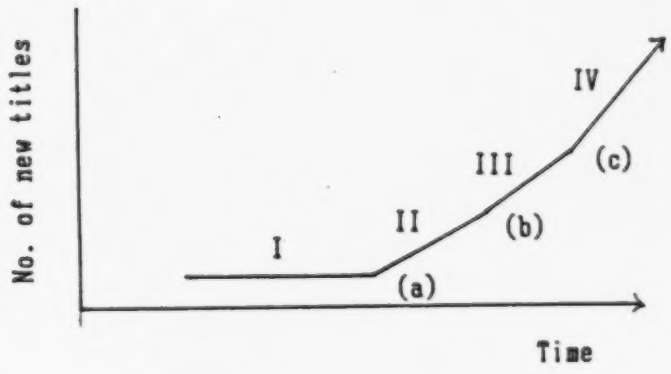


Fig. 1

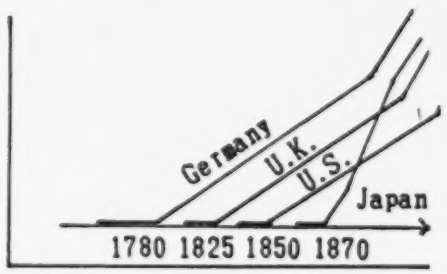


Fig 2

after World War II. One might safely assume that the book industry in every developed country has arrived at its present state through substantially this kind of process. .

In my ealier study on "Publishing and Development", I looked for the timing of the publishing takeoff, point (a) in the chart, in a number of countries, and found that the takeoff had taken place first in Germany instead of Great Britain, which was earlier to experience the Industrial Revolution. A further inquiry into its reason suggested that the spread of education was likely to have had important bearings on this sequence of development.

The publishing takeoff which had taken place in Germany (1780), Britain (1825) and the United States (1850) in that order also started in Japan in or around 1870, only a few years after the Meiji Restoration. This nation completed in only two decades the takeoff, i.e. the expansion of the yearly number of newly published titles from the order of hundreds to that of thousands, which took Germany, Britain and the United States a half century to accomplish. The indicator of the takeoff completion, 5,000 new titles published a year, was achieved in Japan by 1890.

Here is seen another typical example of the modernization process of the catch-up-and-outrun pattern experienced by Japan.

* "Publishing and Development", Shuppan Kenkyu, No. 9, 1978 (in Japanese).

IV. Second Publishing Revolution (A Revolution in Book Marketing): Establishment of Book Industry

In order to grasp a true picture of Japan's book publishing industry today, we have to understand the second revolution it experienced, a revolution in book marketing.

Generally, the book trade of each advanced nation having completed its takeoff enters the second phase of modernization at point (b). What symbolizes here the completed modernization of publishing is the general fall of book prices, resulting from mass production and mass selling. Books do not necessarily become less expensive as a result of the publishing takeoff alone. Their prices manifest no generally downward trend until the revolution of book marketting took place, typically marking the era from point (b) on. Point (b) was accompanied by one symbolic event or another, such as the publication of ¥1 books in Japan (about 1930) or the launching of Penguin Books in England (1935).

Now, to divide the history of the book industry into epochs through this analysis, Phase I can be regarded as one of small-quantity production of a small variety, Phase II as one of small-quantity production of a wide variety and Phase III as one of mass production of a wide variety. Point (c) represents the start of the information age after the Second World War.

The Japanese book trade, which took off from about 1870 on by endogenous momentum, accomplished its second transformation a half entury later, this time a transforma-

tion from the first to the second phase of modern publishing. What did distinguish the first from the second phase? The "quantity" did. Modernization manifests itself above all as a matter of mass. What emerged there was a mass society. There was born the book industry, which truly deserved to be called an "industry".

The basic problem of the second phase of publishing modernization, by when modernization had much advanced, was how to respond to the pressures of the masses' demand for a large quantity. In publishing, it presents itself as requirements for mass production and mass sales. Between mass production and mass sales, the latter is more important because, though technology for mass production had already been made ready for use since the 19th century by the Western paper making and high-speed printing techniques transplanted simultaneously with the publishing takeoff in this country, the second transformation did not result from that technology transfer, but the technology made available for this transformation rather consisted of institutions for mass sales.

Therefore, we can regard the second transformation as a marketing revolution in book publishing. Then, were those institutions for mass sales endogenously developed, or imported and transported from abroad? Evidently they were endogenous. Let me explain why.

I find typical institutional expressions of the mass sales system in Japan's publishing industry in three aspects: (1) Establishment of a nation-wide network of book distribut-

ors and retailers; (2) the system of distribution on consignment (permitting returning of unsold books), and (3) the system of resale price maintenance. It was only because these three institutions reinforced one another that the Japanese publishing industry has been able to achieve today its tremendous expansion, and most other nations are suffering from inefficient marketing of books on account of the lack of all or some of these institutions.

Incidentally, the first two of those three institutions even today have no parallels in other coutries, and anything more or less resembling them are inadequate and much newer than their Japanese counterparts.

Japan's book industry, having thus completed its marketing revolution, has succeeded in supplying its products to the readers at the lowest prices in the world. In an earlier work*, I presented my estimate of economic accesses to books (the ratios of book prices to the per-capita national incomes of respective countries) in developed and developing countries for country-by-country comparison, and found Japan among the group of countries with the highest marks in this respect (see the Appendix).

V. Japan's Book Industry Today: Contributions of Distributors

Having experienced the two revolutions for modernization, Japan's book publishing industry has developed to hold one of the most significant positions in the world today.

In the sales figures of the Free Nations' publishing

industries in 1977 released bythe UNESCO, the United States is ranked top with $35.4 billion, followed by Japan with $3.8 billion. These two countries constitute huge markets for publications, far surpassing West Germany ($1.6 billion), France ($1.4 billion), respectively placed third and fourth, and all others.

Certainly, in terms of quantity, Japan's publishing industry has achieved a tremendous development. In this country, anyone would notice colorful books flooding the shelves of bookstores, fashionable magazines launched one after another, and a diversity of paperbacks each priced

* "Economics of Book Development" in S. Minowa, Publishing as History, 1983, Yudachi Sha (in Japanese).

even less than a cup of coffee. We may well consider Japan one of the most blessed countries in the world as far as publishing culture is concerned.

If, then, the ultimate aim of modernization consists in better satisfaction of the desires of the masses - as it is a question of "quantity" above all - the situation of today's Japan, where 30 books and magazines per head are yearly produced and consumed, can be regarded as a significant achievement, viewed in the perspective of world history.

Now, as I stated above, what made possible this achievement was a highly efficient system of book marketing, which was established through the second transformation or marketing revolution, of which I already cited three institutional expressions.

Out of these three, the system of resale price maintenance is already well experienced world-wide, especially by Western nations, and therefore let me skip it here. As regards the other two, the nation-wide network of book distributors and retailers and the system of distribution by consignment, the distributors play a tremendous role, unparalleled in any other country. Their presence indeed characterizes the book industry of Japan, the secret of whose success lies in it. I would like to describe below the current situation of Japan's book industry, focusing on the function of the distributors.

About 70 per cent of all the books and magazines marketed in Japan are sold through a handful of distributors and by retailers, totaling some 20,000 in the whole country. The distributors' share was much greater in the past, but it has shrunk to 70 per cent as marketing channels have become diversified in recent years. They nevertheless still constitute the main channel of book and magazine marketing. I said "a handful", but there in fact is an oligopoly by two giants, known as Tohan and Nippan in abbreviated names, who together account for more than two thirds of all the publications marketed through distributors. In other words, the two companies monopolize a half of the marketing of all the books and magazines published in Japan.

In principle, Japanese publishing houses, totaling some 3,000, can sell their products to all book retailers in the country if only they make an arrangement with one of

these distributors, and the 20,000 retailers in the country, too, can have access to all Japanese publishers through one of these distributors. In other words, the distributors are junctions of the network linking the 3,000 publishing houses and 20,000 book retailers, and the concentration of the distributing function in the few make the physical distribution and the cash flow highly efficient.

Now, another important institution, the system of distribution by consignment, is interlocked with the distribution network. Newly published books and magazines, as they come out of the press, are fed to the distribution-retail channel on a consignment basis in accordance with a predetermined system of computer-patternized distribution. Copies returned within the usual consignment period of six months are unconditionally accepted by their respective publishers. This system enables each retailer to automatically expose to the potential readers' eyes the hundreds of new books and magazines daily issued without having to pass judgment on individual titles and taking a risk.

On the other hand, this system obviously has the disadvantage that copies are returned in increasing numbers. The rising ratio of these returned copies has recently come to be questioned as a consequence of inefficiency, wastefulness and an excessive competition among major publishing houses.

Although there is much criticism against the current state of things that approximately 50 p/cent of the books (or

25 per cent of the magazines) distributed on consignment are returned to their publishers, the cost of returning the unsold copies should be regarded as a frictional expense for maintaining the huge mechanism of distribution. (Besides those handled on the consignment basis, there are other flows including one of ordered copies, so that the returned copies make up about 40 per cent of the whole volume channeled by distributors.)

As I already touched on, it is thanks to the low cost of marketing that Japanese readers can buy books and magazines so inexpensively, and this low marketing cost is specifically reflected on the low rate of commissions received by the marketing sector. Books are wholesaled by publishers to distributors at 28 to 35 per cent discounts.

VI. Future of Publishing in Japan: Transmitting Messages to the World

I have so far outlined the past and present of book publishing in Japan by quantitative analyses of what were and are published, because it has been the basic requirement of Japan and its book industry to meet the quantitative expansion of needs for publications along with the progress of modernization and the emergency of a mass society in Japan. After it enjoyed prosperity in the 1960s and 1970s, the nation's book industry is now further diversifying the quality and marketing tools of its products in anticipation of the information society ahead of us. Meanwhile, Japan's book industry in the 1980s is menaced from behind by the de-

velopment of new technologies. However, the book industry, if any others isn't, is likely to continue to share its clientele and coexist with new media for some time ahead. It will never, nor has to, experience again the rapid growth it once enjoyed, but cannot be replaced by new media either. The question instead lies in the quality of what will be published.

Since the Heian era (from the late 8th to the late 12th century), Japan had been intent on importing culture from the continental China till the late Tokugawa or Meiji period, and from then on was bent on absorbing Western culture. For Japan, the history of learning was one of studying and accepting external cultures, but none of transmitting messages of its own. Especially in and after the Meiji years, I would say, Japan was always oriented to importing, introducing and translating knowledge from outside. Though this eagerness to learn enabled Japan to succeed in modernization, the present day Japan is suffering from economic and cultural frictions partly on account of the scarcity of messages it transmits.

As Japan, a peripheral nation to East Asia, was busy learning from outside, it has become a pure recipient with no tradition to transmit or teaching knowledge to others. In this country, book publishing also mainly committed itself to introduction of foreign learning and culture, so that it has hardly had a tradition of transmitting toward outside, and consequently one of publishing in international

languages for the rest of the world.

The output of this major publishing nation, accountable for a substantial part of all the publications issued in the world, is almost wholly in Japanese with very few exceptions.

Japan's publishing industry has been protected by the language barrier from invasions by foreign competitors, and this protection seems to underlie its present flourishing. At the same time, however, by continuing to publish in Japanese, which has no international circulation, the nation's book industry has remained in isolation from the rest of the external world.

Let me cite UNESCO's statistics again. Out of the approximately 50,000 titles of translated works published in the world in 1977, as many as 86 per cent were issued in Western countries (5 per cent in Japan and 8 per cent in other non-Western countries than Japan), and the West supplied even 99 per cent of the sources of translation.

This unidirectional flow of ideas evidently poses a grave problem to the future development of humankind. Today when Japan is called on to play a more responsible role in the world, regrettably it seems to be as evident that the nation's publishing industry not only is yet to play its due role but even remains mentally unprepared to accept that responsibility.

- End -

Appendix 1. Ecconomic access to books

(book price/per capita national income)

Japan	(paperbacks)	0.028
U.S.	(")	0.062
U.K.	(")	0.076
Holland	(")	0.095
U.S.	(all books)	0.148
Japan	(")	0.15
U.K.	(")	0.254
Brazil	(")	0.47
Thailand	(")	0.66
Philippines	(")	1.14
Pakistan	(")	1.65
India	(")	3.69

Source: S. Minowa, Publishing as History, (in Japanese), 1983.

Appendix 2. Sales of Book Industry

(In million dollars)

1.	U.S.	5,400
2.	Japan	3,800
3.	West Germany	1,600
4.	France	1,400
5.	Italy	820
6.	U.K.	810
7.	India	580
8.	Canada	570
9.	Holland	340
10.	Belgium	260

Source: UNESCO, An International Survey of Book Production during the Last Decades, 1982, p. 5.

Appendix 3. Nos. of New Titles and Copies Actually Sold in 1979

	New titles	Copies sold (in millions)
Scholarly books	12,962	62.54
General books	2,927	88.90
Utility books	2,738	31.13
Encylopedias and yearbooks	56	13.57
Comics	700	144.00
Literary books	4,497	181.17
Dictionaries	105	15.09
Children's books	2,667	77.04
Students' reference books	2,117	124.98
Total	28,769	758.42

3408

Appendix 4. Progress of Publishing Development and Transformation of Reading Environment

Stage of development	When books were scarce	When books spread	When books are in oversupply
Spread of books (no. of copies/head/year)	0 - 5	5 - 30	30 or more
Era in Japan	Tokugawa-Meiji-Taisho (— 1930)	From WI book age on (1930 —	During and after rapid economic growth (1960 —
Relevant societies	Developing nations	Many of developed nations	Japan, U.S.
Access to books	Privilege of a few	Right of relative majority	Obligations of all
Requirements of reading	Restrictive (literacy, spare time, resources)	Quasi-restrictive (spare time, resources)	Liberal (liberation from TV and other amusements)
Perceived purposes of reading	Character building, amusement	Knowledge, skills, amusement	Information, amusement
Social function of reading	Stagnating (age of traditional society or slow development)	Productive (age of rapid social development)	Consumptive
Constraint on access	Scarcity of books	Price	Difficulty to find
Character of books	Objects of fetishism	Valuables	Expendables (commodities)
Staff size of large publishing house	10 persons	100 persons	1,000 persons
Level of best seller	1,000-10,000 copies	100,000 copies	1-5 million copies
Typical form of publication	Separate volumes	Bunko-size paperbacks, series	Shinsho-size paperbacks, magazines
Typical system of marketing	Dicrect marketing, cooperative selling	Reservation system known as nyugin	Distribution on consignment
Distributors	Pre-distributor age	May distributors	Oligopoly by a few
Floor area of typical book store	15 tsubo (1 tsubo = 3.3 m²)	30 tsubo	300 tsubo
Parties dominating publishing house	Owner as merchant	Publisher + editorial department	Manager + sales department
Relative book prices (economic access)	High	Considerably low	Very low
Character of communications	Communications among a handful of elite	Mass communications	Ultra-mass communications by mass society mobilization